

DEPARTMENT OF VETERANS AFFAIRS
Justification and Approval
For Other than Full and Open Competition

1. Contracting Activity:

The Department of Veterans Affairs, Veterans Health Administration (VHA), Procurement and Logistics Office, Service Area Office East, Network Contract Office 2, VAMC Canandaigua, NY; transaction number: 528-14-2- 5192-0036. Project numbers 528A5-14-576. The estimated value of the procurement is less than \$150,000.

2. Nature and/or Description of the Action Being Processed:

The initial requirement was to furnish and install a Panic Alarm System for VAMC Canandaigua, including Mt. Hope, ROPC and Clinton Crossings that used the VA Network as the backbone. The original contract was awarded to Veteran Enterprises Company for \$199,437.00 on 6 May 2010. In June 2013, twenty five months after contract award, VECO and its experienced installer, Great Lakes Systems, could not stabilize the system to operability from a communications standpoint, and walked off the project alleging "defective design".

According to the AE Firm that designed the project, Plumb Engineering, this is a unique system design, most-likely a "beta-test platform" in that it is, to their knowledge, the only Panic Alarm system anywhere in the VA and potentially in the US, designed to operate at a multi-site hospital on a large WAN/LAN.

In September, 2013, the Contracting Officer obtained sole source authority and entered into contract with a third party firm, Seibold Security, to evaluate the Panic Alarm system's design, communication, installed equipment and so on, in an effort to ascertain where problems exist. That work was completed in November 2013 and a report was provided by Seibold to VA. Seibold Security did not find a design flaw in the Plumb Engineering/VA panic alarm system design and was able to stabilize and make operational one of the major communications paths in the phase I effort. Seibold accomplished in less than a month what VECO and its subcontractors could not do in more than 27 months.

Each LAN/WAN is different, principally because of the operations of the specific site and especially when there are large remote site that are users of the LAN/WAN as in VAMC Canandaigua's case. To install and integrate a Panic Alarm system on this type of complex backbone, the installer/integrator must first "learn" the backbone . . . software, communications language(s), protocols, e-switches, equipment, network media (eg.transponders), media converters, data formats, and firmware among many other elements, and must "learn" the daily operations (throughput, maintenance, routines) of the operating LAN/WAN.

Seibold Security, because of prior work for VAMC Canandaigua (integrating the Security Escort system at ROPC with the main campus LAN/WAN) and performing as the third party troubleshooter, knows the Canandaigua LAN/WAN and will have no learning curve integrating Phase IA to operationalization. Any other integrator will need to "learn" the system before any effort is undertaken to effect operationalization. VAMC Canandaigua personnel have waited more than thirty-five months for an operating panic alarm system which they still do not have. This has become a personnel/patient safety issue. Using any firm other than Seibold Security will require an additional substantial length of time to allow the firm to "learn" the system and at substantial increased cost to the VA, adding costs and lengths of time on top of the thirty-five month Canandaigua has been waiting for a functioning panic alarm system, and . . . because of inherent complexities, with no assurance of success at the end of that term and cost.

that the agency's minimum needs can only be satisfied by the unique capabilities available from Seibold Security Systems.

7. Description of Efforts Made to ensure that offers are solicited from as many potential sources as deemed practicable:

Not applicable. Please see item 8, below.

8. Determination by the Contracting Officer that the Anticipated Cost to the Government will be Fair and Reasonable:

The Contracting Officer anticipates that the costs for this requirement will be fair and reasonable. Similar work was performed in the past by Seibold at ROPC and now as the third party investigator of the base Phase I system. Cost history related to this prior work is available to the Contracting Officer for this similar project, although of less complexity and will be used to benchmark costs provided by the planned sole source firm. Cost/price analysis as necessary will be based on this historical cost data as well as on recent work performed by the incumbent (VECO) at Canandaigua under the base contract. Certified cost or price data is not required and will not be requested.

9. Description of the Market Research Conducted and the Results, or a Statement of the Reasons Market Research Was Not Conducted:

Market research was not conducted because technical analysis has concluded that successful completion of this work is predicated on in-depth, existing knowledge of the specific Canandaigua WAN/LAN, network operations, IP logic, communications language and nodes, communications with off-site facilities and the operation of Panic Alarm systems as it is installed at VAMC Canandaigua and its off-site locations. No firm other than Seibold (because of its prior work here) has this knowledge or experience.

10. Any Other Facts Supporting the Use of Other than Full and Open Competition:

None.

11. Listing of Sources that Expressed, in Writing, an Interest in the Acquisition:

None requested.

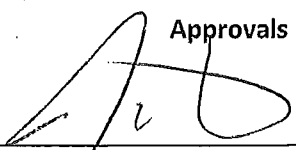
12. A Statement of the Actions, if any, the Agency May Take to Remove or Overcome any Barriers to Competition before Making subsequent acquisitions for the supplies or services required:

There are no barriers to competition in this requirement. There are no institutional or structural barriers to competition in this type of requirement. Sole source in this case is strictly based on the need to obtain unique capabilities associated with past work at this site on this system.

13. Requirements Certification:

I certify that the requirement outlined in this justification is a Bona Fide Need of the Department of Veterans Affairs and that the supporting data under my cognizance, which are included in the justification, are accurate and complete to the best of my knowledge and belief.

Approvals in accordance with FAR 6.304

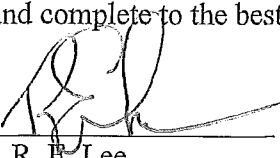


Jason White
Supervisory Contract Specialist
Construction Team Lead
Authority Delegated per 4/8/13 Memorandum

3/2/14

Date

- a. **Contracting Officer's Certification: (required)** I certify that the foregoing justification is accurate and complete to the best of my knowledge and belief.



R. E. Lee
Contracting Officer

3/4/14
/Date